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Special measures for protection from sexual exploitation and sexual abuse

Report of the Secretary-General

Summary

Pursuant to General Assembly resolution 57/306, the present report provides data on allegations of sexual exploitation and abuse in the United Nations system for the period from 1 January to 31 December 2014 and information on measures being taken to strengthen the Organization's response to sexual exploitation and abuse in the areas of prevention, enforcement and remedial action.

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I. Introduction

1. The Secretary-General remains fully conscious that a single substantiated case of sexual exploitation or sexual abuse involving United Nations personnel is one case too many. Instances of sexual abuse, such as those involving sexual activities with a minor or coerced sexual relations, are particularly egregious. The implementation of the Secretary-General's zero-tolerance policy towards all forms of sexual exploitation and abuse by United Nations and related personnel remains a priority.

2. In 2012, the Secretary-General introduced an enhanced programme of action to combat sexual exploitation and abuse, a key aspect of which was the appointment of an independent team of experts to assess how four peacekeeping missions were addressing the challenge. In 2013, the Departments of Peacekeeping Operations and of Field Support established an interdepartmental and inter-agency working group to study and build on the findings of the team of experts and consider them in the context of experience gained by the Organization over time. The recommendations of the working group were discussed at a high-level meeting of senior leaders in January 2015. In the present report, the Secretary-General sets out proposals for forging a strengthened zero-tolerance policy.

3. The report provides information on the number and type of allegations of sexual exploitation and abuse received in 2014 and on the status of investigations into those allegations, as well as an update on the enhanced measures being taken to implement the zero-tolerance policy.

II. Reports of sexual exploitation and abuse in 2014

4. The number of new allegations of sexual exploitation or sexual abuse received from the departments and offices of the Secretariat and agencies, funds and programmes of the United Nations system totalled 79 in 2014 compared with 96 in 2013. Although the number of new allegations has decreased, much remains to be done to enhance the Organization's response to sexual exploitation and abuse. Section IV of the present report summarizes the Secretary-General's proposals in the areas of prevention, enforcement and remedial action.

Allegations reported against United Nations staff members and related personnel other than those deployed in peacekeeping operations and special political missions supported by the Department of Field Support

5. As at 31 December 2014, 28 allegations of sexual exploitation and abuse were made against United Nations staff members and related personnel other than those deployed in peacekeeping operations and special political missions. Information on the nature of allegations reported in 2014 is provided in annex I and information on the status of the investigations into the allegations is provided in annex II. The allegations are summarized below:

(a) The Office of the United Nations High Commissioner for Refugees reported 16 allegations: one of rape with a victim over the age of 18 by a staff member; three of sexual assault of a victim over the age of 18, two by staff members and one by related personnel; one of trafficking in persons for sexual exploitation by a staff member; six of exchange of money, employment, goods or services for sex,

three by staff members and three by related personnel; one of solicitation of a prostitute over the age of 18 by a staff member; and four of other forms of sexual exploitation and abuse, one by a staff member and three by related personnel. Fifteen of the cases have been referred to an investigative body and are currently under review. The case involving the solicitation of a prostitute was found to be unsubstantiated and was closed;

(b) The United Nations Development Programme (UNDP) reported two allegations: one of rape of a victim over the age of 18 by a staff member and one of sexual assault of a victim over the age of 18 by a staff member. The case of alleged rape was closed because the staff member separated from service. The case of alleged sexual assault was closed because the complainant did not wish to pursue the matter;

(c) The United Nations Office for Project Services reported four allegations of sexual assault of a victim over the age of 18 by related personnel involving 10 victims: one case, involving one victim, was substantiated and has been referred for disciplinary action: one case, involving five victims, has also been referred for disciplinary action; and two cases, each involving two victims, are under investigation;

(d) The United Nations Relief and Works Agency for Palestine Refugees in the Near East reported five allegations of sexual exploitation and abuse by staff members: one of sexual assault of a victim under the age of 18; one of exchange of money, employment, goods or services for sex; one of solicitation of prostitutes; one of trafficking in persons for sexual exploitation; and one of other forms of sexual exploitation and abuse. Investigations into the allegations of sexual assault of a minor, solicitation of prostitutes and trafficking in persons for sexual exploitation are ongoing. The allegation of exchange of money, employment, goods or services for sex could not be substantiated. The allegation of other forms of sexual exploitation and abuse was substantiated and the staff member's appointment terminated;

(e) The World Food Programme received an anonymous allegation of sex with a minor by a staff member, which is being investigated.

Allegations reported against personnel deployed in peacekeeping operations and special political missions supported by the Department of Field Support

6. In 2014, 51 allegations of sexual exploitation and abuse were reported in nine peacekeeping missions and one special political mission. Of those allegations, 14 involved staff members or United Nations Volunteers; 24 involved members of military contingents or United Nations military observers; and 13 involved United Nations police officers, members of formed police units and government-provided correctional personnel. Detailed information on all allegations received in 2014 is provided in annex III and more details on the nature of the allegations received during the same period is provided in annex IV.

7. Of the allegations of sexual exploitation and abuse recorded in 2014, 38 (75 per cent) were received from three peacekeeping missions:

(a) The United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO) and the United Nations Stabilization Mission in Haiti (MINUSTAH), with 13 allegations each (51 per cent of the total), and the

United Nations Mission in South Sudan (UNMISS), with 12 allegations (24 per cent);

(b) The remaining 13 allegations (25 per cent) were received from the United Nations Mission in Liberia (UNMIL), with five allegations, and the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA), with three allegations. The United Nations Assistance Mission in Afghanistan (UNAMA), the United Nations Peacekeeping Force in Cyprus (UNFICYP), the United Nations Interim Force in Lebanon (UNIFIL), the United Nations Interim Security Force for Abyei (UNISFA) and the United Nations Operation in Côte d'Ivoire (UNOCI) all reported one allegation each.

8. During the reporting period, 18 (35 per cent) of the total number of allegations involved the most egregious forms of sexual exploitation and abuse, with 13 allegations of sexual activities with minors (25 per cent) and five allegations of non-consensual sex with persons aged 18 or older (10 per cent). Those types of allegations originated in six peacekeeping missions: MONUSCO, with nine of 13 allegations, UNMIL with three of five allegations, UNMISS with three of 13 allegations, MINUSMA with two of three allegations, MINUSTAH with one of 13 allegations and UNOCI with one allegation.

9. Of the 51 allegations received in 2014, 35 were recorded as potentially involving 38 adults, another nine involved at least the same number of minors and one more allegation reportedly involved two adults and one minor. Information concerning six allegations was insufficient to confirm the number of potential adult or minor victims.

10. Paternity claims were associated with 12 allegations, seven of which were of sexual exploitation and originated in MINUSTAH and five of which were of sexual abuse and originated in MONUSCO.

11. With regard to investigations into the allegations received in 2014:

(a) 19 allegations involving at least 25 military contingent personnel were referred to troop-contributing countries for investigation. In 12 of those instances, the Member States involved elected to investigate the matter on their own or in coordination with the United Nations, while in seven instances the absence of a reply or a reply that the Member State had declined to investigate the matter meant that investigations were undertaken by the United Nations;

(b) 25 of the 51 allegations received in 2014 were referred to the United Nations for investigation, with 11 allegations involving some 13 civilian personnel, 11 allegations involving at least 15 police personnel, either United Nations police officers deployed individually or members of formed police units, two allegations involving the same number of government-provided correctional personnel and two allegations involving as many United Nations military observers;

(c) Two allegations were still being reviewed at the end of the reporting period, pending further verification as to the sufficiency of information to launch an investigation;

(d) Information provided concerning five allegations of sexual exploitation and abuse was recorded by the Office of Internal Oversight Services but deemed insufficient to allow for further investigation; accordingly, the investigations were closed.

12. As at 31 January 2015, investigations into 18 allegations received in 2014 were completed. These include the investigations conducted by troop-contributing countries into five allegations (four substantiated and one unsubstantiated) and investigations conducted by the United Nations into 13 allegations (five substantiated and eight unsubstantiated). One more investigation conducted by a troop-contributing country resulted in the substantiation of an allegation against one individual but remains pending concerning another. One investigation launched by the United Nations could not be completed because the staff member involved had left the United Nations, but that individual is also being investigated by the national authorities. The results of investigations concerning 26 allegations remain pending.

13. During the reporting period, information was received concerning the results of pending investigations from 2013 and earlier, with seven substantiated allegations, 11 unsubstantiated allegations and one matter closed with insufficient information for 2013, three substantiated allegations and five unsubstantiated allegations for 2012, one unsubstantiated allegation for 2011 and two unsubstantiated allegations for 2010.

14. The Department of Field Support requested the Office of Human Resources Management to take action against civilian personnel in connection with two allegations of sexual exploitation and abuse in field missions:

(a) A request was made to take disciplinary action against a national staff member at the Regional Service Centre at Entebbe, Uganda, for substantiated allegations of exploitation dating to 2012. A final determination in the matter remains pending;

(b) Disciplinary action was also requested against another national staff member in MONUSCO for the alleged sexual abuse of a minor, recorded in 2013. On 15 January 2015, however, the Department of Field Support was informed that, upon further review of the matter, there was insufficient evidence to warrant bringing charges against the staff member and that the matter would therefore be closed.

15. The result of an investigation substantiating several allegations of sexual exploitation and an allegation of sexual abuse with a minor against a United Nations Volunteer, recorded in 2014, was shared with UNDP for action, including possible referral for criminal accountability.

16. Regarding actions involving military and police personnel taken in 2014, troop- and police-contributing countries were informed that 16 military personnel and five police personnel would be repatriated on disciplinary grounds and barred from participating in field missions in the future for their connection to 18 substantiated allegations received in 2014 or earlier. In 2014, the Department of Field Support received 11 responses from troop- or police-contributing countries on action taken through their national accountability mechanisms regarding substantiated allegations from 2014 or earlier:

(a) For allegations received in 2014, responses indicated that disciplinary actions of an administrative nature were taken against two military personnel concerning two separate substantiated allegations of sexual exploitation, whereas two more military personnel were imprisoned for another two substantiated allegations, one of sexual abuse and one of sexual exploitation;

(b) For allegations received in 2013, disciplinary actions of an administrative nature were taken against one military personnel, while another was dismissed, concerning two separate substantiated allegations of sexual exploitation. One police personnel received disciplinary action of an administrative nature for a substantiated allegation of sexual exploitation;

(c) For allegations received between 2010 and 2012, three military personnel were imprisoned and later dismissed concerning one substantiated allegation of sexual abuse (in 2012), whereas one police personnel was dismissed following a substantiated allegation of sexual exploitation (in 2010). Proceedings against two military personnel in connection to two substantiated allegations of sexual exploitation had to be abandoned on procedural grounds (in 2010 and 2011).

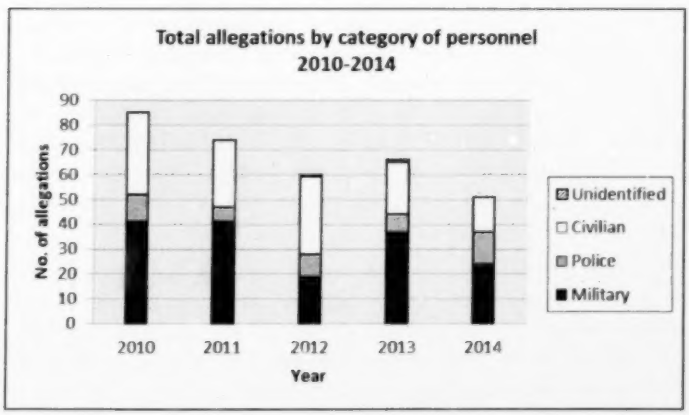
III. Observations

17. The Secretary-General is committed to ensuring that all reported allegations are investigated fully and promptly, provided that sufficient information is made available to start an investigation. When allegations are substantiated through investigations, the Secretary-General will continue to take measures within his authority and to request that Member States ensure that those responsible are held accountable through disciplinary actions or criminal accountability measures when so warranted.

18. For peacekeeping and special political missions, the total number of allegations received (51) is the lowest recorded since special measures for protection from sexual exploitation and abuse were first put in place and represents a decrease compared with 2013 (66).

19. With respect to the categories of personnel involved, a significant decrease was observed in the number of allegations involving military personnel (24 allegations in 2014 compared with 37 in 2013), yet did not quite reach the lowest number, recorded in 2012 (19). The number of allegations involving civilians (14) was the lowest number recorded for that category. The number of allegations involving police or assimilated personnel (13) was higher than that reported for this category of personnel since 2009 (see figure I).

Figure I



Source: Office of Internal Oversight Services.

20. The percentage of allegations involving sexual activities with minors, whether consensual or not, or non-consensual sexual activities with an adult decreased to 35 per cent in 2014, which is a positive development. Nonetheless, allegations of this kind of sexual abuse continued to represent 50 per cent of all substantiated allegations from 2010 to 2013.

21. Concerning the number of allegations recorded for UNMISS, closer scrutiny appears to indicate that the increase (from 6 in 2013 to 12 in 2014) results in part from United Nations personnel living in closer proximity with the South Sudanese population that took refuge in or around UNMISS premises following an outbreak of violence in December 2013. Furthermore, it is believed that outreach campaigns carried out by UNMISS in 2013 and 2014, which included widely disseminating information on the standards of conduct expected of United Nations personnel, including definitions of sexual exploitation and abuse, as well as reporting mechanisms, led to an increase in the reporting of allegations. Additional measures were taken to address this situation, such as closer scrutiny of the number of participants in mandatory training, regular refresher briefings delivered to all categories of personnel and continued awareness-raising efforts, including those led by UNMISS leadership in events such as medal parades and town hall meetings.

22. In 2014, 7 of the 13 allegations originating in MINUSTAH can be attributed to complaints made in order to seek a resolution with regard to paternity claims and obtain child support. All allegations except one concern sexual relations that took place some years ago, including two instances dating to 2009. Nonetheless, when reviewed, those complaints also pointed to possible instances of sexual exploitation stemming from consensual sexual relations, and matters were accordingly referred for investigation.

23. The other peacekeeping mission for which paternity claims were recorded is MONUSCO, where all such claims are in connection with allegations of sexual abuse, with four allegations involving sexual relations with a minor and one involving a non-consensual sexual relation with an adult. Nonetheless, the significant decrease in the overall number of allegations recorded for MONUSCO, from 23 in 2013 to 13 in 2014, is to be underlined.

24. UNMIL also saw a decrease in the number of reported allegations, with seven allegations in 2013 compared with five in 2014.

25. Between 2010 and 2013,[1] information was deemed sufficient to warrant the referral of 243 allegations for investigation. With investigations into 14 allegations still ongoing (seven pending with troop-contributing countries and seven pending with field missions for 2013), updated data indicates that 87 of 229 allegations (38 per cent) were found to have been substantiated, of which 43 were established as sexual abuse (27 allegations involving sexual activities with minors and 16 allegations involving non-consensual sex with an adult) and 44 allegations determined to be of sexual exploitation. Conversely, when investigations were launched and completed during that period, 142 allegations (62 per cent) were found to have been unsubstantiated. The fact that a larger proportion of allegations have

[1] A supplementary table providing the status of all allegations recorded between 1 January 2010 and 31 December 2013 could not be included in the present report but is being made available on the website of the Conduct and Discipline Unit of the Department of Field Support (see https://cdu.unlb.org/).

been found to be unsubstantiated is a positive development, but there may be several reasons for this, including insufficiency of evidence and unavailability of witnesses. Whatever the reason, all allegations for which there is sufficient information for an investigation will be thoroughly investigated.

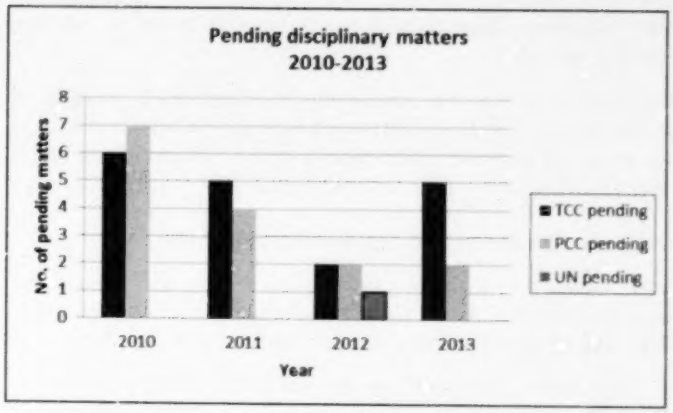
26. Those 87 substantiated allegations involve 34 individuals who were minors when the alleged sexual abuse took place and 67 adults, all of whom have been recognized as victims. In addition, there are 26 paternity claims associated with those substantiated allegations for as many victim children born as a result of sexual abuse or sexual exploitation by United Nations personnel deployed in peacekeeping missions only.

27. During the reporting period, the Department of Field Support took steps to address pending paternity claims by systematically sharing a DNA collection protocol with concerned Member States and offering to assist those Member States in obtaining DNA samples from mothers and children for the purpose of testing their DNA against DNA samples from alleged fathers. One Member State in particular has been very proactive in its response, agreeing that field missions should proceed with collecting DNA and turning over samples for testing. This has led to positive matches that have established paternity in four instances and ruled it out in two; results remain pending in seven more instances. Yet, hurdles remain, as some of the alleged fathers refuse to be tested and, even in instances of positive tests, judicial proceedings still need to be conducted in order to obtain legal recognition of the identity of the father and a settlement for support to be provided to the children involved.

28. Continuous efforts and regular follow-up have allowed the Department of Field Support to receive updated information concerning a number of pending matters. Member States continued to provide a high level of response concerning requests for the appointment of national investigation officers or referrals for actions on substantiated allegations, with an overall response rate of 85 per cent in 2014 compared with 91 per cent in 2013, 57 per cent in 2012, 43 per cent in 2011 and 39 per cent in 2010. The Department also sent notes verbales to Member States concerned specifically on pending matters of paternity, as detailed above. This is a recent effort by the Department and it is understood that responses to these requests for information may be more complicated to provide, in part because some of the matters date to several years ago. At present, the response rate on those specific communications regarding paternity matters is of 20 per cent.

29. The results of 33 investigations into allegations from 2010 to 2013 remain pending (the remaining two for 2010 and remaining one for 2011, seven for 2012 and 23 for 2013). Unfortunately, information requested concerning disciplinary actions, mainly from Member States, remains pending in connection with a number of substantiated allegations, despite regular follow up. Information on pending matters concerning disciplinary actions between 2010 and 2013 is provided in figure II.

Figure II



Source: Department of Field Support.

30. It should be noted that some matters indicated above may have been referred for disciplinary action following the recent completion of investigations and that some exchanges of information regarding a number of those matters may have taken place between Member States and the Department of Field Support, but that insufficiently precise information exists to allow for matters to be closed. Continued efforts by Member States towards the timely completion of investigations and the transmission of comprehensive information to the Secretariat on actions taken remain critical to the implementation of the zero-tolerance policy.

IV. Strengthening measures for protection from sexual exploitation and abuse

Proposals of the Secretary-General stemming from assessments of the team of experts and recommendations of a dedicated working group

31. A key aspect of the enhanced programme of action described in the report of the Secretary-General on special measures for protection from sexual exploitation and sexual abuse for 2012 (A/67/766) was the appointment of a team of experts to assess how MONUSCO, MINUSTAH, UNMIL and UNMISS, the four peacekeeping missions with the highest incidences of sexual exploitation and abuse, were addressing the issue. The team of experts conducted its assessments between June and August 2013 and, as reported in the report of the Secretary-General for 2013 (A/68/756), an interdepartmental and inter-agency working group reviewed the recommendations of the experts.

32. The working group met several times in 2014. It built on the work of the team of experts but also considered the seminal report entitled "A comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations" (A/59/710), prepared in 2005 by Prince Zeid Ra'ad Zeid Al-Hussein, then Permanent Representative of Jordan to the United Nations, and experience gained in the intervening years. The working group developed recommendations aimed at further strengthening the response to sexual exploitation and abuse by the

United Nations in the areas of prevention, enforcement and remedial action. The recommendations were wide-ranging, with a view towards reinvigorating the Secretary-General's zero-tolerance policy, bringing increased visibility to this key issue and making a practical impact.

33. The report of the working group was considered at a high-level meeting of United Nations senior leaders that was chaired by the Secretary-General and held in January 2015. The section below sets out the proposals of the Secretary-General in connection with that process, aimed at forging a strengthened zero-tolerance policy.

Proposals in the area of prevention of sexual exploitation and abuse

34. Prevention is the backbone of the Organization's response to sexual exploitation and abuse and includes risk assessment, training, community outreach, awareness-raising and vetting of personnel, and requires an integrated response.

35. Carrying out risk assessments can be particularly complex in field missions. In 2013, the Departments of Peacekeeping Operations and of Field Support introduced a risk assessment framework for the identification and analysis of risks associated with sexual exploitation and abuse. The risk management framework, which facilitates regular reporting, monitoring and follow-up on risk assessment activities conducted by peacekeeping missions, was launched in July 2014. The Secretary-General considers that all duty stations should work to improve activities aimed at preventing incidences of misconduct, including sexual exploitation and abuse.

36. Effective prevention strategies presuppose that individuals have been empowered to recognise what constitutes sexual exploitation and abuse by United Nations personnel and to understand how to report suspected wrongdoing. There is a need for a standardized and unified community outreach message, which could then be appropriately adapted to country and audience-specific contexts. The Secretary-General will develop a Secretariat-wide communications strategy focused on sexual exploitation and abuse. The strategy will consider best practices and highlight complaint reception procedures to encourage the reporting of misconduct. In addition, the standard operating procedures for public information activities on sexual exploitation and abuse will be updated based on experience gained since they were first prepared, in 2006.

37. Training too is key to prevention. An e-learning programme is being developed by the Department of Field Support that will target all categories and levels of personnel, including managers and commanders. It will allow for the flexible delivery of training in multiple languages. The programme will initially be mandatory for all field personnel and, eventually, for all personnel in the Secretariat. It will also be made available to other entities of the United Nations system. The programme may also serve as a way for uniformed personnel to acknowledge their individual commitment to upholding United Nations standards of conduct, in much the same way as staff members recognize their responsibility when they sign letters of appointment.

38. In the area of predeployment training, the Secretariat makes core training materials available to troop- and police-contributing countries. It remains a challenge, however, to ensure the effective delivery of the training material. The Secretary-General requests that, as an added compliance measure, Member States provide the Secretariat with a certificate to show that they have complied with the

requirement to deliver this training material to all members of contingents and formed police units.

39. It is critical for the integrity and good governance of the Organization to ensure that former United Nations personnel found to have engaged in sexual exploitation and abuse do not re-enter the Organization. That said, it remains a challenge to share information within the United Nations system so as to avoid recruiting personnel dismissed for misconduct. There are many reasons why this is true, including: (a) the need for each United Nations entity to have its internal legal framework and recruitment-related policies respected; (b) the size of the workforce; and (c) the variety of categories of personnel and mechanisms used for their recruitment.

40. The Secretary-General intends to initiate discussions on practical means to exchange information, in a confidential manner, between offices and United Nations entities, using a common technology platform, while preserving the due process rights of those concerned. These discussions are aimed at establishing mechanisms to exchange information in cases of personnel who have been repatriated, dismissed or whose service has been terminated for misconduct, including sexual exploitation and abuse, that occurred while in the service of the Organization and in cases of civilian personnel who resigned when disciplinary proceedings in connection with misconduct were under way.[2]

41. It is equally important to strengthen vetting mechanisms that are already in place. The Misconduct Tracking System[3] maintained by the Department of Field Support to vet personnel for prior misconduct while in the service of the Organization has gradually expanded to cover individually selected military observers, police officers and military staff officers, in addition to international civilian personnel. In 2014, the practice of vetting United Nations Volunteers candidates was formalized. Vetting other government-provided personnel is under consideration, and the means for vetting personnel of military contingents and formed police units are under development. Although the further expansion of the vetting function of the Misconduct Tracking System to cover all categories of personnel will require improvements to the System and additional resources in the Department, it is necessary if all personnel serving in peacekeeping and special political missions are to be vetted. Moreover, the data captured by the Misconduct Tracking System could also be available to feed into the broader, inter-agency exchange of information, to be proposed by the dedicated working group.

42. National staff members are not systematically vetted for prior misconduct, including sexual exploitation and abuse. Experience has shown that some such staff

[2] The information regarding prior misconduct while in the service of the United Nations is distinct from the type of information exchanged in the context of the policy on human rights screening of United Nations personnel adopted by the Secretary-General in December 2012. The goal of the policy is to ensure that the United Nations neither selects nor deploys for service any individual who has been involved in prior criminal offences and violations of international human rights or humanitarian law. The proposed working group should, however, consider how a mechanism to confidentially exchange information regarding prior instances of misconduct could interact with the human rights screening policy.

[3] The Misconduct Tracking System is a confidential system for tracking all allegations of misconduct occurring in United Nations peacekeeping and special political missions by all categories of personnel. Information on substantiated allegations of misconduct may be provided to recruitment officers as part of the vetting process.

members "slip through the cracks", for example when they hold dual nationality and move from one field mission to another under a different nationality. The Secretary-General has requested the Department of Field Support, in coordination with the Office of Human Resources Management, to propose a process to vet national staff members for prior misconduct while in the service of the United Nations. The Secretary-General encourages UNDP and other agencies, funds and programmes to make similar efforts when they recruit national staff members.

Proposals in the area of enforcement of the prohibition against sexual exploitation and abuse

43. A key component of enforcement is a well-functioning complaint reception and assessment mechanism, as this helps to determine if an allegation requires investigation. Such a mechanism is the tip of the spear in enforcing United Nations standards of conduct because it provides the first line of communication needed to trigger action. The Secretary-General intends to develop a model complaint reception mechanism that can be adapted by duty stations and that will allow victims of sexual exploitation and abuse access to confidential, effective and efficient means of reporting within their communities. Victims will thus be provided with additional community-based reporting options, rather than having to report to the United Nations. The Department of Field Support is already taking steps in this regard by engaging with field missions to review existing mechanisms and consult with United Nations system actors and local communities, with the goal of allowing the voices of victims to be heard.

44. Time is of the essence when a report of sexual exploitation and abuse is received, particularly when the incident may amount to criminal conduct. Experience has shown that the failure to collect and preserve evidence as early as possible may affect the success of an investigation. The Organization must have sufficient and appropriately trained resources available to respond quickly after an allegation is received; this is not systematically the case at present. The Secretary-General intends to create a team tasked with responding to sexual exploitation and abuse in missions and/or regions, as appropriate. Troop- and police-contributing countries will be requested to contribute officers with the appropriate expertise.

45. Drawing from existing mission and/or regional resources, as appropriate, members of the response team would be briefed on United Nations investigation standards and deployed, as needed, upon receipt of a report of sexual exploitation or abuse, with the goal of gathering and preserving evidence. The response team could include military police officers, United Nations police officers, including members of formed police units, and medical officers, in accordance with need and the expertise of team members. The response team should have a roster of specialized personnel able to deploy and travel within a field mission on an expedited basis so that the team can be activated as needed; its members will otherwise continue to perform their regular assignments.

46. The response team may be called upon to support investigations by national investigation officers dispatched by a troop-contributing country, as well as judicial authorities in the host State, consistent with the provisions of the memorandum of understanding with the troop- or police-contributing country and the operative status-of-forces or status-of-mission agreement. The Department of Field Support, in consultation with relevant stakeholders, will develop standard operating procedures

for use by the response team that will also address the support that may be provided to national investigation officers and judicial authorities in the host State.

47. Overall coordination on matters related to sexual exploitation and abuse in field missions is needed, in particular with regard to administrative support for the response team. Peacekeeping and special political missions will establish a task force to provide operational and strategic advice on sexual exploitation and abuse to each head of mission. The task force should be chaired by the chief of the field mission's conduct and discipline team or chief of staff, and include representatives from relevant mission and Headquarters components, as appropriate. In field missions with conduct and discipline teams, a sufficiently senior member should be designated as a focal point dedicated to the management of the sexual exploitation and abuse portfolio.

48. Even after appropriate initial steps have been taken, an investigation must be concluded in a timely manner. Failing to do so will risk weakening evidence, affecting due process rights and undermining the enforcement of the Secretary-General's zero-tolerance policy. Deadlines for investigations, whether undertaken by the Organization or by Member States, into cases implicating military contingent personnel will help to respond to these concerns. The Secretary-General intends to adopt a deadline of six months for concluding investigations into alleged sexual exploitation and abuse, including the production of investigation reports, subject to extenuating circumstances, by United Nations investigative entities. Relevant United Nations investigative entities will be expected to report annually to the Secretary-General or the General Assembly, as appropriate, on their success in meeting these deadlines and propose solutions to any obstacles. The Secretary-General requests that Member States commit to the same six-month timeline for completing investigations, subject to extenuating circumstances.

49. While Member States provide a high level of response to requests to appoint national investigation officers, the time taken to appoint and deploy such an officer can contribute to delaying investigations into sexual exploitation and abuse. The Secretary-General seeks the agreement of Member States to include national investigation officers within contingents as a means of addressing this practical issue. This agreement can be reflected in the statement of unit requirements for troop-contributing countries and the force headquarters manning table, as applicable.

50. It is equally important to emphasize the importance of managerial and leadership accountability and to identify ways in which it can be strengthened. The duties of heads of departments, offices and missions are set out in the Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13) and the senior managers' compact between heads of mission and the Secretary-General. These responsibilities have also been elaborated in an accountability framework issued to peacekeeping missions by the Department of Field Support in 2014. Based on the model developed by the Department, the Secretary-General encourages other departments, offices, agencies, funds and programmes to develop leadership accountability frameworks on conduct and discipline, including sexual exploitation and abuse.

51. The Organization and Member States must take decisive steps to hold commanders accountable. In this respect, the Secretary-General reaffirms that, in line with the provisions of the model memorandum of understanding with troop-

contributing countries (see A/C.5/63/18, chap. 9) and the model memorandum of understanding with police-contributing countries, a commander's failure to exercise effective command and control necessarily includes the concept of "turning a blind eye" to potential, or actual, sexual exploitation and abuse by subordinates.

52. The Secretary-General also considers that failure by the commander of a uniformed contingent to cooperate in an authorized investigation, exercise effective command and control and/or take action in respect of allegations that are reported to him or her, in connection with instances of sexual exploitation and abuse, may result in a finding of misconduct or serious misconduct, in addition to being reflected in the individual's performance appraisal. Finally, the Secretary-General may also repatriate the commander of a contingent or a formed police unit without the possibility of further service in field missions, where there is a documented pattern of sexual exploitation and abuse within a military or police contingent.

53. Under the present legislative framework, Member States have agreed that, when conducting an investigation into alleged misconduct by their uniformed personnel, the Governments concerned shall ensure that the case is forwarded to their appropriate authorities for appropriate action. They have also agreed to notify the Secretary-General of progress on a regular basis, including on the outcome of each case. While many Member States are conscientious in meeting these undertakings, some do not respond at all or do not communicate in a timely manner or fail to provide more detailed information as to the progress of the cases and any action taken. To this end, the Secretary-General emphasizes that the Secretariat expects that States, in meeting their reporting obligations, include the following information: (a) details of the applicable legal framework in the national jurisdiction; (b) the procedures applied in the case at hand; and (c) the decision of the adjudicator and its underlying reasons. This information should be provided as soon as practicable after it becomes available. The Secretary-General will continue to engage with Member States to strengthen accountability in this regard.

54. The Secretary-General intends to pursue vigorously the following measures to strengthen accountability among uniformed personnel: (a) withhold service medals from uniformed units while acts of alleged misconduct are under investigation; (b) at his own initiative, consider the repatriation of an entire contingent or formed police unit where there is prima facie evidence of widespread or systemic violations by several members of the that contingent or unit; (c) consider individual contingent and police personnel under investigation for sexual exploitation and abuse as ineligible for the exceptional premium that may be paid to individuals who have performed well in spite of risk, pursuant to the framework for reimbursing police- and troop-contributing countries (A/68/813); (d) consider a documented pattern of non-compliance by a Member State with its obligations related to United Nations standards of conduct in the determination of eligibility for the award of a premium for the provision of key enabling capacities;[4] and (e) terminate the deployment of the uniformed personnel of a Member State where there is a documented pattern of non-compliance with United Nations standards of conduct.

[4] This measure is also envisaged in the report of the Secretary-General on the results of the revised survey to establish the standard rate of reimbursement to troop-contributing countries, as approved by the General Assembly in its resolution 67/261 on the report of the Senior Advisory Group on rates of reimbursement to troop-contributing countries (A/68/813). This concept will be reflected in the guidelines for the reimbursement to troop- and police-contributing countries currently under development.

55. In his report for 2012 (A/69/766), the Secretary-General indicated the intention to provide, in reports to the General Assembly, country-specific information on the number of credible allegations being investigated by Member States. With a view to doing so in future reports, the Secretary-General expects to further discuss this matter with Member States. The Secretary-General currently provides status updates on all allegations of sexual exploitation and abuse reported since 2010 in his reports to the General Assembly. These updates are provided as supplementary information for all but the current reporting year. In future reports, the Secretary-General intends to provide all status updates in his reports to the General Assembly, including information on the year in which a case was reported and the entity involved, be it a United Nations office or the specific name of the Member State.

56. In considering the question of enforcement, it should be recalled that acts of sexual exploitation and abuse may also constitute criminal conduct. The Secretary-General is committed to referring credible allegations concerning United Nations officials or personnel with the status of experts on mission to the Member State of the national concerned for criminal prosecution and to support investigations and legal processes.

57. In his report for 2012 (A/67/766), the Secretary-General reaffirmed the need to bring fresh impetus to the recommendation contained in the 2006 report of the Group of Legal Experts on ensuring the accountability of United Nations personnel in connection with crimes committed in peacekeeping operations (A/60/980), to the effect that an international convention on the subject be adopted. In its resolution 67/88, the General Assembly decided that consideration of the matter of the international convention should be continued at its seventieth session in the framework of a working group of the Sixth Committee. The Secretary-General intends to remain closely engaged with Member States in urgently concluding the long-standing discussion on the adoption of this international convention.

58. As reiterated by the General Assembly, most recently in its resolution 69/114, the Secretary-General encourages Member States to consider amending their national legislation to permit extra-territorial jurisdiction where necessary, to allow for criminal accountability for sexual exploitation and abuse in the home country of the United Nations personnel concerned. He further urges Member States to amend their administrative rules, regulations or codes governing police and military contingents to clearly recognize all forms of sexual exploitation and abuse as misconduct, where this is not already the case, and to indicate that such acts will attract the harshest available sanctions.

59. Another important question is when and how to refer a case of alleged criminal conduct by United Nations personnel to the judicial authorities of the host State in which it occurred. A standardized approach for reporting cases would ensure the broadest possible consideration for referral for prosecution and promote greater individual accountability. The Secretary-General will ensure that guidance is developed for heads of missions in peacekeeping and special political missions on standards and procedures on how instances of misconduct, including sexual exploitation and abuse, that could amount to criminal conduct may be brought to the attention of United Nations Headquarters so that they may be referred to the judicial authorities of host States, in accordance with the existing legal framework.

60. Finally, the Secretary-General recommends that the troop- and police-contributing countries of personnel accused of sexual exploitation and abuse consider instituting on-site court-martial proceedings, which can promote greater accountability and transparency in cases involving contingent members.

61. There must be financial accountability for individuals who commit sexual exploitation and abuse while serving with the United Nations. Where a staff member is dismissed, the Staff Rules also allow for the imposition of a fine as a disciplinary measure and specify that the repatriation grant that would normally be payable at the time of separation shall not be paid. The Secretary-General finds that staff members should be specifically put on notice that the sanction for a substantiated case of sexual exploitation and abuse may be dismissal and that a fine may also be imposed, at the discretion of the Secretary-General. The Secretary-General has asked that, taking into consideration the outcomes of consultations between management and staff representatives, this requirement be reflected in the revised administrative instruction on investigations, disciplinary process and administrative measures, which is currently under review.

62. As an additional way in which financial sanctions could be extended against staff members who are dismissed for sexual exploitation and abuse, following consultations to be undertaken including with staff representatives, the Secretary-General intends to amend the Staff Rules so that they state that accumulated annual leave, which would normally be payable at the time of separation, shall not be paid to a staff member who is dismissed because he or she is involved in a substantiated case of sexual exploitation or abuse.

63. The Staff Rules allow a staff member to be placed on administrative leave without pay pending completion of an investigation and any disciplinary process. A similar possibility does not exist for other categories of personnel who are not subject to the Staff Rules. The Organization has an interest in ensuring consistent measures for all categories of personnel, including the option to remove individuals from their regular assignments and/or withhold payment if appropriate. Accordingly, the Secretary-General reaffirms that any member of a contingent or formed police unit, or other government-provided personnel, may be suspended from active duty and reassigned to non-active ("desk") duties, or suspended from duty as deemed appropriate by the head of mission under the circumstances, pending the completion of their participation in an investigation.

64. In connection with the implementation of General Assembly resolutions 65/289 and 66/264, the Secretary-General intends to suspend payments to troop- or police-contributing countries in connection with an individual suspected of sexual exploitation and abuse on the basis of credible evidence, from the time the troop- or police-contributing country is notified of an incident until the completion of their participation in an investigation. The suspended payments shall be returned to the Member State if, after an investigation, the allegations are not substantiated. The Secretary-General also plans to amend the applicable directives and guidelines and the corresponding individual undertaking signed by experts on mission to reflect that payments of mission subsistence allowance to other government-provided personnel may be suspended as of the date on which the United Nations notifies a Member State of an allegation of sexual exploitation and abuse.

Proposals in the area of remedial action in response to sexual exploitation and abuse

65. Consideration was given to how the Organization could strengthen support and assistance to victims of sexual exploitation and abuse in the context of the United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel (resolution 62/214, annex), which was adopted by the General Assembly on the understanding that such assistance and support could be provided through existing services and programmes. Experience has shown, however, that the commitment to assist victims has not been fully realized and that the creation of a common funding instrument, as initially proposed by the Secretary-General, should be reconsidered. Such an instrument would not be a means of compensating individual victims but fund activities such as awareness-raising and community outreach, the maintenance of a roster of providers of services to victims and the provision of support to identified service providers, as appropriate.

66. The Secretary-General therefore intends to establish a trust fund for victims to provide support and assistance to victims, complainants and children born as a result of sexual exploitation and abuse. The Secretary-General will appoint a working group to develop terms of reference for the trust fund, as well as identify resource implications and funding mechanisms. The proposals of the working group, to be led by the Departments of Peacekeeping Operations and of Field Support, together with the Office of the Controller in the Department of Management, will be submitted to Member States for their consideration and endorsement. Member States will also consider how the funds are to be used in relation to the activities and how the fund is to be administered.

67. It is recalled that, as initially proposed in 2005 (see A/59/710), fines imposed on staff members found to have committed sexual exploitation and abuse should be diverted to a trust fund for victims. The Secretary-General intends to ensure that the Organization's legal framework reflects the fact that monies relating to fines imposed on a staff member as a disciplinary measure, or an amount of money that would normally have been payable to a staff member for accrued annual leave but that was withheld by the Organization, in instances of dismissal for sexual exploitation and abuse, will be deposited into a trust fund for victims, and seeks the agreement of Member States in this regard. The Secretary-General also seeks the agreement of Member States to transfer any payments to troop- or police-contributing countries, which may have been suspended in connection with an individual suspected of sexual exploitation and abuse, to a trust fund for victims where such allegations are substantiated.

68. Assistance to victims of sexual exploitation and abuse relies on inter-agency cooperation to deliver a strong collective response, which must include the active involvement of local communities to ensure that their concerns are reflected in that response. The Resident Coordinator serves as the focal point for sexual exploitation and abuse under the Comprehensive Strategy (resolution 62/214, annex), which is implemented through in-country networks engaged in the prevention of sexual exploitation and abuse. The networks are intended to bring together implementing partners, generally local organizations that can provide medical, legal, psychological and social support to victims. As mentioned elsewhere in the present report, in some field missions local communities work with the Organization to assist victims, often

through these networks — an approach that has been identified as a best practice. The networks have not, however, been operating at a uniformly robust level across duty stations, in part owing to the lack of a funding mechanism to assist victims, the significant coordination required among partners and the multiple demands on the Resident Coordinator. In order to advance the Organization's remedial mandate, capacity needs to be dedicated to this issue. Specifically, a full-time position should be created under the Office of the Resident Coordinator to support his or her work as focal point for the prevention of sexual exploitation and abuse, in duty stations where incidents have been known to occur. The cost of the position is to be shared by all the United Nations entities operating in the field mission or duty station.

69. There are, in practice, numerous obstacles to having paternity recognized and to obtaining support for children of United Nations personnel, whether they were born as a result of sexual exploitation and abuse or not, including with regard to accessing national judicial systems to obtain court judgements and getting international legal recognition from the country of nationality of the mother and child and that of the father. The Organization's legal framework sets out the procedure to be followed when a staff member fails to comply with the court-ordered payment of child support obligations after a claimant has obtained a final court family support court order. In the case of uniformed personnel, the United Nations works with Member States to facilitate the pursuit of claims related to paternity and child support. The practice of the Secretariat has been to forward paternity claims to the State of nationality of the alleged father. Experience has shown that this limited role has not always provided the support that claimants need.

70. As already indicated, in 2014 the Departments of Peacekeeping Operations and of Field Support implemented interim measures in field missions aimed at increasing the impact of the Organization's role in this process. The Secretariat developed a DNA sample collection protocol and provided field missions with DNA paternity collection kits and guidance for their use. Where the national legislation of a Member State permits the use of DNA samples in this context, the Secretariat is able to facilitate the collection and transmission of samples.

71. The Secretary-General, in considering how to strengthen the impact of the measures currently in place, is of the view that Member States have the duty to facilitate matters relating to paternity claims involving military or police personnel, even if the personnel member in question is not in government service when the claim is made. As a further practical measure, the Secretary-General requests Member States to provide the Organization with the contact information of the appropriate focal point within its national legal system to receive and advise on paternity and child support claims from nationals of countries in which their citizen served with the United Nations. Such information will assist claimants in trying to understand what is required of them to seek relief under the national legal system of the purported father. Finally, the Secretary-General requests that Member States inform the Organization of the outcome of paternity claims regarding its personnel, as well as to notify the claimant, where appropriate.

72. Beyond the issue of sexual exploitation and abuse, the broader issue of the Organization's role in facilitating paternity claims against its personnel should be reviewed, including the question of support in paternity claims. The Secretary-General plans to seek resources to undertake the following studies, with a view to developing proposals for a United Nations-wide policy regarding paternity and child

support claims: (a) best practices adopted by other international organizations with personnel serving in duty stations to address paternity and child support claims; and (b) best practices among Member States on addressing claims in respect of their personnel. The Secretary-General will then develop proposals for consideration by the General Assembly to strengthen the Organization's response to paternity and child support claims from victims and children born as a result of sexual exploitation and abuse.

73. The findings of the team of experts and the recommendations of the working group strongly suggested the need to enhance the Organization's capacity to act on sexual exploitation and abuse. The Secretary-General will consult with relevant stakeholders on the possible appointment of a senior official dedicated to sexual exploitation and abuse, such as a special representative of the Secretary-General or senior staff member, to serve for a limited time. The overarching mandate of this official, to be developed in consultation with Member States and other partners, would be to solidify partnerships and articulate a way forward, including on the implementation of new initiatives.

74. It would also be critical for the Organization to have a structure dedicated to the coordination and implementation of activities related to the prevention of sexual exploitation and abuse. Accordingly, the Secretary-General will seek resources to establish a sexual exploitation and abuse coordination unit in the Conduct and Discipline Unit of the Department of Field Support, which has proven experience and competence in this area. Such a coordination unit would provide strategic and operational guidance on sexual exploitation and abuse-related matters within the Secretariat and strengthen inter-agency cooperation. It would also create synergies and build on existing expertise with key partners in the area of sexual exploitation and abuse, such as the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict.

75. Finally, the Secretary-General notes that it would be important for any change that may result from new initiatives to be reflected, in due course, in a revision of the Secretary-General's bulletin on special measures on protection from sexual exploitation and sexual abuse (ST/SGB/2003/13).

Other measures taken to address sexual exploitation and abuse in field missions

Prevention-related activities

76. Mandatory induction and periodic training on conduct and discipline issues, including sexual exploitation and abuse, for all categories of personnel should continue to be delivered in field missions and be supplemented through manager- or commander-led discussions, with all personnel, regarding the Organization's position on sexual exploitation and abuse. To this end, during the reporting period statements were broadcast to all personnel of the Departments of Political Affairs, of Peacekeeping Operations and of Field Support, as well as at Headquarters, and relayed to all civilian and uniformed personnel in field missions, with a view to reiterating the United Nations zero-tolerance policy and the key principles on protection from sexual exploitation and abuse and to reminding all personnel of the highest standards of conduct to which they are expected to abide.

77. The Secretariat was also engaged in raising-awareness programmes involving local populations. In MINUSMA, a cohesive outreach programme was put in place

with the involvement of the local population, including religious and neighbourhood leaders, teachers, students, non-governmental organizations and local government representatives. The programme focused on the United Nations standards of conduct and how to identify and report misconduct. Outreach activities involving almost 3,000 members of the local population were carried out throughout the mission area. The programme included a training-of-trainers component to allow individuals to further disseminate their acquired knowledge to others in their respective communities.

78. Other awareness-raising efforts were carried out in 2014: UNMIL issued a publication on prevention as part of a sexual and gender-based violence programme undertaken in partnership with the Government of Liberia, the United Nations country team and civil society; in UNIFIL, it is mandatory for sector commanders to attend briefing sessions on sexual exploitation and abuse associated with the influx of Syrian refugees into Lebanon; and in MONUSCO, the contacts details of the mission's Conduct and Discipline Team are shared with local partners during outreach activities conducted by the field mission's gender, human rights and HIV/AIDS components.

79. As noted above, an accountability framework containing refined indicators of performance in the execution of the conduct-and-discipline-related functions in the areas of prevention, enforcement and remedial actions was implemented in July 2014. A risk management framework for sexual exploitation and abuse and a draft action plan have been incorporated into the accountability framework.

Enforcement-related activities

80. In 2014, progress was made to increase the amount of information provided through the website of the Conduct and Discipline Unit and in official reports. Starting with the report submitted to the General Assembly at its sixty-eighth session (A/68/756), supplementary information has been made available on the status of allegations recorded from 2010 onward, including details for each allegation on the mission, the category of personnel, the nature of the allegation, the results of the investigation, actions taken and information on victims, if available. This is in accordance with the intention of the Secretary-General, as stated in his report for 2012 (A/67/766), to provide more detailed information and increase transparency regarding actions taken to address all allegations of sexual exploitation and abuse.

81. The Department of Field Support has made efforts to strengthen its ability to ensure accountability in its management of allegations of misconduct, including those of sexual exploitation and abuse. A large number of enhancements to the Misconduct Tracking System have been completed, with the complementary reporting functionality currently being finalized. Efforts to build the technical capacity of conduct and discipline personnel through short training sessions through the Misconduct Tracking System and the linked data reporting tool have become a regular feature since 2012.

82. An annual quality assurance exercise has been carried out since 2012. With its particular focus on the review of open allegations of sexual exploitation and abuse, this annual exercise has contributed to a marked decrease in the number of open allegations pending completion of investigations by the United Nations.

Activities related to remedial action

83. The Conduct and Discipline Unit and the conduct and discipline teams have continued to update the mapping of services made available in partnership with United Nations entities and other partners for the assistance of victims through in-country networks of focal points on protection from sexual exploitation and abuse. As highlighted above, these networks have faced numerous challenges and have not consistently been operational.

84. Notwithstanding existing gaps in the availability and efficiency of networks to assist victims, efforts continue in peacekeeping operations to respond to the needs of this population. Of note is the establishment in 2014 by MINUSTAH of a network, which mapped services in Haiti, the results of which were shared with the protection cluster and the United Nations country team to promote collaboration on victim support.

Update on inter-agency activities and joint initiatives relevant to protection from sexual exploitation and abuse

85. The Department of Field Support is an active member of the task team created in 2013 from the merger of the Inter-Agency Standing Committee Task Force on Protection from Sexual Exploitation and Abuse and the Inter-Agency Standing Committee Task Force on Accountability to Affected Populations. In November 2014, following a retreat held in Geneva to review the progress of the task team and its workplan, it was agreed by members that issues related to protection from sexual exploitation and abuse should be brought back to the forefront, especially in the humanitarian arena. It was also agreed that the Department of Field Support and Oxfam would co-facilitate a group focused on meeting the objectives on protection from sexual exploitation and abuse in the work plan. The group will coordinate completion of activities to meet objectives and identify communities of practice on sexual exploitation and abuse in peacekeeping, humanitarian and development settings.

86. Key activities of the inter-agency task team include disseminating materials and coordinating events in field missions and offices as part of a global campaign on protection from sexual exploitation and abuse. The campaign, to be launched by mid-2015, is being developed on a pro bono basis by an advertising and public relations agency. The task team is also following up on the recommendations concerning changes to recruitment policies and the sharing of information to prevent rehiring those who have had substantiated allegations against them(see the recommendations in para. 40). Further, since 2014, an online helpdesk has also been set up to provide immediate information, resources and guidance on addressing sexual exploitation and abuse to personnel responding to a humanitarian disaster. The Department of Field Support is a focal point, along with a few other United Nations and non-governmental organization partners, to facilitate the implementation of minimum operating standards on protection from sexual exploitation and abuse.

V. Conclusions

87. The Secretary-General remains fully committed to the policy of zero-tolerance for sexual exploitation and abuse. Sexual exploitation, and sexual abuse in

particular, are intolerable forms of misconduct that can also represent criminal conduct and a violation of fundamental human rights. Sexual exploitation and abuse by United Nations personnel harms the very people who look to the Organization for assistance and adversely affects the reputation of the Organization and the noble work done by its personnel under difficult conditions.

88. The number of new allegations of sexual exploitation or sexual abuse received in 2014 is lower than that reported in 2013, which is encouraging. Also positive is the fact that the numbers of substantiated allegations showed a similar downward trend. The fact that allegations of sexual abuse are being substantiated in a greater proportion of cases, however, remains cause for grave concern, highlighting the importance not only of vigorous preventive efforts but also of continued efforts in connection with disciplinary sanctions and criminal accountability, in partnership with Member States.

89. To that end, the Secretary-General has identified areas where efforts could be made to further strengthen the response of the Organization in the prevention, enforcement and remediation of sexual exploitation and abuse. The proposals presented in the present report reflect an integrated approach to prevention, enforcement and remedial action and demonstrate a resolve to create a United Nations that is worthy of the trust that the world places in it.

90. In the area of prevention, emphasis is placed on raising awareness and improving training. An e-learning programme on sexual exploitation and abuse will be made mandatory in peacekeeping missions first, then in the Secretariat and throughout the United Nations system. In addition, robust steps will be taken to ensure that the Organization deploys personnel who meet the highest standards of integrity, which is why it is critical to continue to strengthen efforts in vetting personnel.

91. Despite efforts over the years, allegations of sexual exploitation and abuse continue to be reported. The Department of Field Support has continued to take steps to ensure that progress in addressing reported allegations is monitored and measured more closely. Furthermore, additional information on actions taken to address all allegations received will be provided to the public and periodically updated. Nonetheless, additional efforts continue to be required to reduce the time needed to complete investigations and ensure that allegations are addressed comprehensively.

92. The Secretary-General relies on Member States to respond to and complete investigations they undertake promptly, and to provide sufficient information regarding the results of those investigations and other actions taken when allegations are substantiated. The Secretary-General has requested that Member States commit to a six-month timeline to conclude investigations of alleged sexual exploitation and abuse and has indicated that the same benchmark should be adopted by United Nations investigative entities.

93. Accountability starts at the top — leaders and commanders and Member States must do their part to pursue cases of sexual exploitation and abuse to the full extent of the applicable legal framework. When a country's national is implicated in incidents of sexual exploitation and abuse, that country's legal system must act. It is expected that Member States will prosecute credible allegations of criminal offences brought to their attention by the Secretariat. Every individual alleged to have

committed sexual exploitation or abuse must be made to answer to those allegations. The Secretary-General has presented wide-ranging recommendations to strengthen accountability to cover leadership command and individual responsibility, as well as financial accountability where this is appropriate.

94. Despite recent efforts, more needs to be done to support victims of sexual exploitation and abuse. This is best achieved by working closely with local communities and integrating efforts across the United Nations system. Existing resources are not sufficient for ensuring an effective and full implementation of the 2008 United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by the United Nations and Related Personnel. The Secretary-General is therefore revisiting the proposal of establishing a trust fund to support the delivery of services to victims, including psychological assistance, medical care and access to legal help. These services may also assist claimants in settling paternity claims, thereby enabling financial support for children born from acts of sexual exploitation or abuse by United Nations personnel.

95. The proposals set out in the present report are intended to increase the impact of the policy of zero tolerance for sexual exploitation and abuse. Zero tolerance must mean the adoption of robust and proactive prevention measures, including through the effective vetting of personnel, targeted training and robust community awareness. Zero tolerance must mean remediating the harm United Nations personnel have done to victims of sexual exploitation and abuse, and the children born of it. Finally, zero tolerance must mean strengthening investigations so that crucial evidence is available to decision makers, and working closely with Member State partners to ensure violators are held responsible through financial, disciplinary, and/or criminal accountability measures.

96. **The General Assembly is requested to take note of the present report.**

Annex I

Nature of allegations by entities other than peacekeeping and special political missions supported by the Department of Field Support, for 2014

Nature of allegation	*Office of the United Nations High Commissioner for Refugees*	*United Nations Development Programme*	*United Nations Office for Project Services*	*United Nations Relief and Works Agency for Palestine Refugees in the Near East*	*World Food Programme*	*Total*
Rape						
Victim under 18	–		–	–	–	–
Victim over 18	1	1	–	–	–	2
Sex with a minor	–		–	–	1	1
Sexual assault						
Victim under 18	–	–	–	1	–	1
Victim over 18	3	1	4	–	–	8
Trafficking in persons for sexual exploitation	1	–	–	1	–	2
Exchange of money, employment, goods or services for sex	6	–	–	1	–	7
Solicitation of a prostitute						
Victim under 18	–	–	–	–	–	–
Victim over 18	1	–	–	1	–	2
Other forms of sexual exploitation and abuse	4	–	–	1	–	5
Other violations of the provisions of ST/SGB/2003/13 (e.g., false reporting of sexual exploitation and abuse)	–	–	–	–	–	–
Total	**16**	**2**	**4**	**5**	**1**	**28**

Annex II

Status of investigations into allegations received in 2014 involving entities other than peacekeeping and special political missions supported by the Department of Field Support

	Status of investigation as at 31 December 2014			
Entity	*Allegations received*	*Unsubstantiated or closed*	*Substantiated or report under review*	*Investigation continuing*
Office of the United Nations High Commissioner for Refugees	16	1	–	15
United Nations Development Programme	2	2	–	–
United Nations Office for Project Services	4	–	2	2
United Nations Relief and Works Agency for Palestine Refugees in the Near East	5	1	1	3
World Food Programme	1	–	–	1
Total	**28**	**4**	**3**	**21**

Annex III

Allegations, by field mission and category of personnel, reported to the Office of Internal Oversight Services in 2014 involving personnel of field missions supported by the Department of Field Support

Mission	*Category of personnel*[a]	*Victim*[a]	*Allegation*	*Status*	*Results*[a]	*Action*[a]
MINUSMA	Military contingent (1)	Minor (1)	Abuse	United Nations investigation[b]	Pending	United Nations repatriation (1) Troop-contributing country pending
MINUSMA	Military contingent (5)	Adult (1)	Exploitation	United Nations investigation[b]	Pending	United Nations pending Troop-contributing country pending
MINUSMA	Police (4)	Adult	Exploitation	United Nations review	Pending	United Nations pending Police-contributing country pending
MINUSTAH	Police (1)	Minor	Abuse	United Nations investigation[c]	Pending	United Nations pending Police-contributing country pending
MINUSTAH	Military contingent (2)	Adult (1)	Exploitation	Troop-contributing country investigation	Substantiated (1) Pending (1)	United Nations repatriation (1) Troop-contributing country jail (1) Troop-contributing country pending (1)
MINUSTAH	Civilian staff (1)	Adult (1)	Exploitation	United Nations investigation[c]	Pending	United Nations pending
MINUSTAH	Military contingent (1)	Adult (1)	Exploitation	Troop-contributing country investigation	Substantiated	United Nations repatriation (1) Troop-contributing country administrative (1)

Mission	*Category of personnel*[a]	*Victim*[a]	*Allegation*	*Status*	*Results*[a]	*Action*[a]
MINUSTAH	Government-provided personnel[d] (correction) (1)	Adult (1)	Exploitation	United Nations investigation[c]	Pending	United Nations pending Police-contributing country pending
MINUSTAH	Police (1)	Adult (1)	Exploitation	United Nations investigation[c]	Pending	United Nations pending Police-contributing country pending
MINUSTAH	Military contingent (1)	Adult (1)	Exploitation (paternity)	United Nations investigation[c]	Pending	United Nations pending Troop-contributing country pending
MINUSTAH	Military contingent (1)	Adult (1)	Exploitation (paternity)	Troop-contributing country investigation	Pending	United Nations pending Troop-contributing country pending
MINUSTAH	Police (1)	Adult (1)	Exploitation (paternity)	United Nations investigation[c]	Pending	United Nations pending Police-contributing country pending
MINUSTAH	Military contingent (1)	Adult (1)	Exploitation (paternity)	United Nations investigation[c]	Pending	United Nations pending Troop-contributing country pending
MINUSTAH	Police (1)	Adult (1)	Exploitation (paternity)	United Nations investigation[c]	Substantiated	United Nations repatriation (1) Police-contributing country pending
MINUSTAH	Police formed police unit (1)	Adult (1)	Exploitation (paternity)	United Nations investigation[c]	Substantiated	United Nations repatriation (1) Police-contributing country pending
MINUSTAH	Police (1)	Adult (1)	Exploitation (paternity)	United Nations investigation[b]	Pending	United Nations pending Police-contributing country pending

Mission	*Category of personnel*[a]	*Age*[a]	*Allegation*	*Status*	*Results*[a]	*Action*[a]
MONUSCO	Civilian national staff (1)	Minor (1)	Abuse	For information	N/A	Closed
MONUSCO	Military contingent (1)	Adult (1)	Abuse	Troop-contributing country investigation	Substantiated	United Nations repatriation (1) Troop-contributing country jail (1)
MONUSCO	Civilian United Nations Volunteer (1)	Adult (2) Minor (1)	Abuse	United Nations investigation[b]	Substantiated	United Nations Volunteer pending
MONUSCO	Military contingent (1)	Minor (1)	Abuse	Troop-contributing country investigation	Substantiated	United Nations repatriation (1) Troop-contributing country pending
MONUSCO	Military contingent (1)	Minor (1)	Abuse (paternity)	Troop-contributing country investigation	Pending	United Nations pending Troop-contributing country pending
MONUSCO	Police (1)	Minor (1)	Abuse (paternity)	United Nations investigation[b]	Substantiated	United Nations repatriation (1) Police-contributing country pending
MONUSCO	Military contingent (1)	Minor (1)	Abuse (paternity)	Troop-contributing country investigation	Pending	United Nations pending Troop-contributing country pending
MONUSCO	Military contingent (1)	Minor (1)	Abuse (paternity)	United Nations investigation[b]	Pending	United Nations pending Troop-contributing country pending
MONUSCO	Military contingent (1)	Adult (1)	Abuse (paternity)	United Nations investigation[c]	Pending	United Nations pending Troop-contributing country pending
MONUSCO	Civilian national staff (1)	Adult (1)	Exploitation	United Nations investigation[c]	Pending	United Nations pending

Mission	*Category of personnel*[a]	*Victim*[a]	*Allegation*	*Status*	*Results*[a]	*Action*[a]
MONUSCO	Military contingent (1)	Adult (1)	Exploitation	Troop-contributing country investigation	Substantiated	United Nations repatriation (1) Troop-contributing country administrative (1)
MONUSCO	Military contingent (1)	Adult (1)	Exploitation	Troop-contributing country investigation	Unsubstantiated	Closed
MONUSCO	Military observer (1)	Adult (2)	Exploitation	United Nations investigation[c]	Substantiated	United Nations repatriation (1) Troop-contributing country pending
UNAMA	Civilian staff (1)	Adult (1)	Exploitation	United Nations investigation[b]	Pending	United Nations pending
UNFICYP	Military contingent (2)	Adult	Exploitation	Troop-contributing country investigation	Pending	United Nations pending Troop-contributing country pending
UNIFIL	Military contingent (1)	Adult (1)	Exploitation	Troop-contributing country investigation	Pending	United Nations pending Troop-contributing country pending
UNISFA	Civilian United Nations Volunteer (1)	Adult (1)	Exploitation	United Nations investigation[c]	Pending	United Nations pending
UNMIL	Police formed police unit (1+)	Adult (1)	Abuse	United Nations investigation[b]	Unsubstantiated	Closed
UNMIL	Civilian staff (1)	Minor	Abuse	For information	N/A	Closed
UNMIL	Military contingent (1)	Adult (1)	Abuse	Troop-contributing country investigation	Pending	United Nations pending Troop-contributing country pending

Mission	*Category of personnel*[a]	*Victim*[a]	*Allegation*	*Status*	*Results*[a]	*Action*[a]
UNMIL	Police (1)	Adult (1)	Exploitation	United Nations investigation[c]	Unsubstantiated	Closed
UNMIL	Military observer (1)	Adult (1)	Exploitation	United Nations investigation[c]	Unsubstantiated	Closed
UNMISS	Military contingent (1)	Adult (1)	Abuse	United Nations investigation[c]	Unsubstantiated	Closed
UNMISS	Civilian national staff (1)	Minor (1)	Abuse	United Nations investigation[b]	Pending	United Nations pending
UNMISS	Military contingent	Adult Minor	Abuse	United Nations review	Pending	United Nations pending Troop-contributing country pending
UNMISS	Police (1)	Adult (1)	Exploitation	United Nations investigation[c]	Unsubstantiated	Closed
UNMISS	Civilian staff (1)	Adult (2)	Exploitation	United Nations investigation[b]	Unsubstantiated	Closed
UNMISS	Government provided personnel (Correction) (1)	Adult (1)	Exploitation	United Nations investigation[c]	Pending	United Nations pending Police-contributing country pending
UNMISS	Civilian staff (1)	Adult (1)	Exploitation	United Nations investigation[c]	Unsubstantiated	Closed
UNMISS	Civilian staff (1)	Adult (1)	Exploitation	United Nations investigation[c]	Unsubstantiated	Closed
UNMISS	Military	Adult	Exploitation	For information	N/A	Closed
UNMISS	Civilian national staff (3)	Adult (2)	Exploitation	United Nations investigation[c]	Pending	United Nations pending

Mission	*Category of personnel*[a]	*Victim*[a]	*Allegation*	*Status*	*Results*[a]	*Action*[a]
UNMISS	Military contingent (1)	Adult (1)	Exploitation	For information	N/A	Closed
UNMISS	Civilian staff (1)	Adult (1)	Exploitation	For information	N/A	Closed
UNOCI	Civilian national staff (1)	Minor (1+)	Abuse	United Nations investigation[b]	Incomplete	Left the United Nations (1)

Abbreviations: MINUSMA, United Nations Multidimensional Integrated Stabilization Mission in Mali; MINUSTAH, United Nations Stabilization Mission in Haiti; MONUSCO, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo; UNAMA, United Nations Assistance Mission in Afghanistan; UNFICYP, United Nations Peacekeeping Force in Cyprus; UNIFIL, United Nations Interim Force in Lebanon; UNISFA, United Nations Interim Security Force for Abyei; UNMIL, United Nations Mission in Liberia; UNMISS, United Nations Mission in South Sudan; UNOCI, United Nations Operation in Côte d'Ivoire.

[a] The number of individuals involved, when available, is indicated in parentheses.

[b] Investigation conducted by the Office of Internal Oversight Services.

[c] Investigation conducted by the field mission.

[d] Government-provided personnel are deployed as experts on mission and, for statistical purposes, counted as police personnel.

Annex IV

Nature of allegations recorded for peacekeeping and special political missions supported by the Department of Field Support, for 2014

Nature of allegation	*MINUSMA*	*MINUSTAH*	*MONUSCO*	*UNAMA*	*UNFICYP*	*UNIFIL*	*UNISFA*	*UNMIL*	*UNMISS*	*UNOCI*	*Total*
Sex with a minor	1	1	6	–	–	–	–	1	1	–	10
Sexual assault[a]											
Victim under 18	–	–	1	–	–	–	–	–	1	1	3
Victim over 18	–	–	2	–	–	–	–	2	1	–	5
Trafficking in persons for sexual exploitation	–	–	–	–	–	–	–	–	–	–	–
Exchange of money, employment, goods or services for sex (adults only)[b]	2	12	4	1	1	–	1	2	9	–	32
Other forms of sexual exploitation and abuse	–	–	–	–	–	1	–	–	–	–	1
Other violations of the provisions of ST/SGB/2003/13 (e.g., false reporting of sexual exploitation and abuse)	–	–	–	–	–	–	–	–	–	–	–
Total	**3**	**13**	**13**	**1**	**1**	**1**	**1**	**5**	**12**	**1**	**51**

Abbreviations: MINUSMA, United Nations Multidimensional Integrated Stabilization Mission in Mali; MINUSTAH, United Nations Stabilization Mission in Haiti; MONUSCO, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo; UNAMA, United Nations Assistance Mission in Afghanistan; UNFICYP, United Nations Peacekeeping Force in Cyprus; UNIFIL, United Nations Interim Force in Lebanon; UNISFA, United Nations Interim Security Force for Abyei; UNMIL, United Nations Mission in Liberia; UNMISS, United Nations Mission in South Sudan; UNOCI, United Nations Operation in Côte d'Ivoire.

[a] Non-consensual sexual activities, including rape.

[b] Includes solicitation of a prostitute. Refers to consensual sexual relations involving adults only. Consensual sexual relations involving minors are listed under "Sex with a minor" and counted as sexual abuse.